

# GUAM

INFORMATION ON GUAM  
TRANSMITTED BY THE UNITED STATES  
TO THE SECRETARY-GENERAL OF THE UNITED NATIONS  
PURSUANT TO ARTICLE 73 (e) OF THE CHARTER

Prepared by the Navy Department  
Washington, D. C. June 1947  
(OpNav-P22-100A)

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## G U A M

### I. - GENERAL INFORMATION

Geography - Guam lies at the southern-most end of a chain of islands, called the Marianas, which are situated between the 13th and 20th parallels of north latitude, and along the 145th meridian east of Greenwich. Seventeen islands make up this group which extends in a line almost north and south for 420 miles.

Guam is the largest and most populous of the Marianas. With an area of about 217 square miles, it is about 30 miles long and from 4 to 8½ miles wide. It lies about 5100 miles from San Francisco; 3340 miles from Honolulu, T.H.; 1500 miles from Manila; and 1350 miles from Yokohama.

All the islands are of volcanic origin, but Guam and the other southern islands of the chain have been inactive for a long time. The southern part of Guam is high and mountainous with a range of hills along the west coast from 700 to 1,300 feet high. Numerous small rivers and their tributaries rise in this ridge and empty into the sea on the east coast. The northern part of the island is a plateau, ranging from 200 to 600 feet in elevation, with only a few small brooks near Mount Santa Rosa on the northeast coast.

The rapidity of jungle growth over most of the island makes constant clearing necessary. In the northern part, the soil though fertile, is very shallow.

The climate on the whole is pleasant. The northeast and east-north-east trade winds prevail from December to May during which time there is comparatively little rain. The southwest monsoon blows at more or less frequent intervals, influenced by the typhoons, from June to November, bringing heavy rains. The average yearly rainfall is 69.13 inches, 65 percent of which falls in the two months of July and September. The hottest months are May and June. The minimum temperature is about 70 degrees and the maximum about 91 degrees. Guam is in the typhoon belt of the Western Pacific, and is occasionally visited by severe storms.

History - Guam was discovered on March 6, 1521 by Magellan while on his voyage around the world. He named the whole island group "Ladrones".

The Manila galleons sometimes touched the island on their voyages to and from Acapulco but no attempts at colonization were made until 1668. On June 15 of that year Spanish missionaries landed on Guam with the intention of converting to Christianity the people of the islands



of the entire group, which were renamed the Marianas in honor of Maria Ana of Austria, Queen of Spain.

On the arrival of the missionaries, churches and a school were built and the work of christianizing inhabitants commenced. At first hospitable and peaceful, the islanders soon turned against the Spaniards and several priests and soldiers met death at their hands. Wars and rebellion were constant from 1670 to 1696 at which time the island was subjugated. During this period the inhabitants were compelled to abandon their previous homesites and were gathered into villages, the principal one of which was the town of Agaña. The populations of Tinian, Saipan and the northern islands were brought to Guam and there re-settled where they could more easily be controlled.

After the subjugation, the Marianas were administered as a part of the Philippines. For a while they enjoyed trade with the Philippines and Mexico but with the loss of the American colonies, Spanish trade in the Pacific gradually dwindled until Guam was practically cut off from commercial intercourse save for an occasional ship from the Philippines. During this period the island was used as a penal colony for Filipino convicts.

Guam was captured on June 21, 1898 by the U.S.S. Charleston under the command of Captain Henry Glass, U.S.N. It was ceded to the United States by the Treaty of Paris, which terminated the war with Spain, and has remained a possession of the United States ever since.

During World War II, Guam was invaded and captured by the Japanese. After a period of heroic resistance by the Guamanians to the Japanese conqueror, the island was retaken by United States troops in July 1944.

People - The people of Guam are called Chamorros. The origin of the ancient Chamorros is obscure, but it is probable that they were a group that became detached and isolated in the Marianas Islands from the Prot-Malays in their migration eastward from the mainland of Asia. The present Chamorro stock is the result of a mixture of the ancient Chamorro element with Spanish, Mexican, Anglo-Saxon, Japanese, Chinese, and Filipino strains.

During the Spanish conquest (1670 - 1696), and the pestilences of later years, many of the inhabitants died, and as a result the present Guamanians are principally descendants of the Spanish, Mexican, and Philippine soldiery who were brought to Guam for conquest, and of the American, British, Chinese, and Japanese who came later. It is probable that no pure-blooded Chamorro exists in Guam today.

Despite forced immigration to Guam from other islands of the group, the population was reduced by wars, storms and pestilence so that in 1710, when the first official census was taken by the Spanish Government there were but 3,678 persons remaining on the island.

The first census taken by the United States naval administration in 1901 indicated a Guamanian population of 9,630. As of February 1947 the Guamanian population had increased to 24,139, comprised as follows:

Guam Males (16 years and above)	5,871
Guam Females (16 years and above)	6,542
Guam Children (Males - 16 years and under)	5,682
Guam Children (Females - 16 years and under)	5,411
Japanese and part Japanese - Males	149
Japanese and part Japanese - Females	150
Japanese and part Japanese - Children	75
Hawaiian Males (16 years and above)	1
Hawaiian Males (16 years and under)	2
Hawaiian Females (16 years and above)	2
Hawaiian Females (15 years and under)	3
American - Males	108
American - Females	1
Filipinos - Males	6
Marshallese - Males	6
Marshallese - Females	1
Samoans - Males	11
Samoans - Females	6
Gilbertese	1
Saipanese - Males	15
Saipanese - Females	19
Rotanese - Males	17
Rotanese - Females	29
Danish - Males	1
Yap - Chamorro - Males	3
Yap - Chamorro - Females	2
Yapanese - Males	1
Carolinian - Males	3
Carolinian - Females	11
Trukese - Males	4
Trukese - Females	4
Ponapean - Females	3
<b>Total</b>	<b>24,139</b>

The resident population density per square mile is 111.2.

The non-Guamanian population comprised of Army, Navy and Marine forces, their dependents, Civil Service personnel and contractors' employees totaled 36,388 as of February 28, 1947.

Culture - The official language of Guam is English and all the Guamanians are conversant with it although they continue to use the ancient Chamorro tongue.

With the exception of the Chamorro language little of the pre-Spanish culture and social organization remains. Reports of early



Spanish explorers mention an aristocratic social organization. Influences of Spanish rule are still evidenced in the culture of the island and many of the social and religious practices which one sees in Central American countries are seen in Guam.

The impact of the war, coupled with the presence of thousands of war-time American troops, has had the effect of more thoroughly imbuing the Guamanians with American customs and practices.

## II. - ADMINISTRATION

Status - Guam is classified as an unorganized United States possession. President William McKinley on December 23, 1898 issued an Executive Order placing the island under the jurisdiction of the Secretary of the Navy.

The indigenous inhabitants of Guam are nationals of the United States. They are also classed locally as citizens of Guam which gives them certain privileges under local laws not granted to non-indigenous persons.

As an "unorganized possession", Guam has no direct representation in the Congress of the United States. It transmits any petitions or other communication to the Congress through the Secretary of the Navy.

Congress has full power under the provisions of the Treaty of Paris to legislate for the island of Guam, although it has been judicially held that the Acts of Congress do not normally apply to United States possessions unless containing specific provisions to that effect. While Congress does not usually exercise this power in matters affecting the local administration of the island, it has, on a number of occasions, specifically extended the provisions of its Acts to Guam or enacted special legislation to serve some particular purpose, such as the Guam Meritorious Claims Act which authorized the settlement of civilian claims by Guamanians for loss of life, injury and loss of property occasioned by the recent war.

Legislation granting U.S. citizenship to the Guamanians and providing for their government under an Organic Act has been introduced in Congress.

Organization - The organization of the Island Governments is as follows

### Executive

Governor. The Secretary of the Navy, charged by the aforementioned Executive Order with the civil administration of Guam, nominates a naval officer of suitable rank and experience to the President who commissions such officer as Governor of Guam.

Attorney-General. The Department of Law has cognizance of all legal matters in which the Island Government of Guam is interested. It has cognizance of all matters pertaining to public prosecution. For



this purpose the Island Attorney, Deputy Island Attorneys, and all attaches or employees of the Island Attorney's office, form the prosecution division of the Department of Law and are placed under the jurisdiction of the Attorney-General.

The Department of Internal Affairs. The functions of this Department are to plan an integrated economy for the coordinated development of business, industry, labor and agriculture for the island. The Department authorizes business enterprises and industrial plants, operates the agriculture experimental farm, conducts experiments for the improvement of livestock for sale to private holders, and promotes fishing activities.

The Department of Education.

1. Provides and maintains elementary and secondary schools for all children living on Guam.
2. Provides and maintains vocational and trade schools for those who have qualified for advanced training. These schools offer training in agriculture, business, mechanics, carpentry, automobile repair, and related subjects.
3. Conducts Teachers' Institutes annually.

The Department of Health. The Department of Health is responsible for:

1. Public health and sanitation.
2. Operation of the Guam Memorial Hospital, the Schools for Medical and Dental Practitioners, and the School of Nursing.
3. Maritime quarantine station and domestic quarantine.
4. The epidemiological unit for insect and rodent control.

The Department of Public Works. The Public Works Department is responsible for:

1. Supervision of all civilian engineering work, construction and design, including certain roads, and trails.
2. Maintenance and operation of major public utilities.
3. Maintenance and operation of public utilities and facilities in villages.
4. Inspection of all construction projects, mechanical and electrical installations for compliance with building code and safety precautions.

The Department of Civil Police.

1. This organization is the Island Police Force for all areas external to the boundaries of military reservations.

2. The Central Police Station is in Agana with outstations in villages, with highway motor patrol cars fitted with radio receivers and transmitters which maintain constant touch with Central Station.
3. This department also maintains and supervises the Civil Jail which also functions as the Island Prison.

The Fire Marshal.

1. The Fire Marshal is charged with the fire protection for the island, assisted by local fire departments in Naval and Army Bases.
2. The Fire Marshal insures by frequent inspections conformance with the Fire Regulations insofar as construction of buildings, safety precautions, and fire fighting equipment is concerned.

The Department of Records and Accounts. The Records and Accounts Department functions as Island Treasurer and is responsible for:

1. Collection of internal revenue and accounting therefore, including tax and revenue investigation.
2. Issuance of licenses, collections and accounting therefor.
3. Operation of Bureau of Customs and Immigration.
4. Procurement, storage, issue and accounting for all materials and supplies used by the Island Government.
5. Accounting and collection for utility enterprises.
6. Depositing land registration and vital statistic records of the Island Government.
7. Disbursing agent for Island Government revenues.
8. Custody of property for the Island Government.

The Land and Claims Commission.

1. The Commission administers the Guam Meritorious Claims Act - Public Law 224, 79th Congress. Claims for loss or damage to real and personal property and for injury and death, caused by the war are received and adjudicated. To date there are 5,935 claims in the total amount of \$10,427,403.55 for loss and damage to real and personal property; and 711 injury and death claims in the total amount of \$1,396,005.00 on file with the Commission.
2. The Commission functions as the real estate agency for the Governor of Guam.

Guam Planning Commission.

1. As the rehabilitation and post-war military development of Guam involved a major rebuilding and relocation program, the Planning Commission was originally provided to prepare plans for rebuilding Agana. The scope of the



Commission's activities has extended to include the other damaged villages.

The Bank of Guam. The Bank of Guam is a branch of the Island Government of Guam which conducts general banking business, including:

1. The acceptance, as U.S. Government Depository, of deposits for the account of the U.S. Treasury.
2. Commercial and Savings Accounts.
3. Issuance of Bank Drafts, Cashier's Checks and Travelers Cheques.
4. Cable transfers.
5. Loans.
6. Discounts and Commercial Letters of Credit.
7. Services in connection with Trustee and Guardianship accounts.

The United States Post Office. The Guam Post Office operates under the regulations of the United States Post Office Department.

Commissioners of Guam. There is one commissioner for each municipality on Guam, a total of fifteen. These commissioners are appointed by the Governor of Guam to serve for an indefinite term and on a salary determined by the Governor upon the basis of the population served by the commissioner. Consideration was given to the matter of having these commissioners elected by the citizens of each municipality and this will be done as soon as the population has been settled in stabilized communities. The commissioners are the direct representative of the Governor in each municipality and advise and inform him of local conditions. The only other power that they exercise is a police power in connection with violation of sanitary regulations.

American citizens and Guamanians are appointed by the Governor to positions with the Island Government based on qualifications for the particular position.

#### Legislative

The Guam Congress. The Guam Congress is composed of a House of Council and a House of Assembly. One councilman is elected for each municipality regardless of the population within the municipality. One assemblyman is elected for each district within the municipality. Assemblymen are thus based on population, roughly one for each 1,000 population. Councilmen are elected for four years; Assemblymen for two year periods.

The Guam Congress acts in an advisory capacity to the Island Governor of Guam on matters relating to the welfare and development of Guam and its inhabitants.

Under the laws of Guam, the Guam Congress is the only governmental body whose members are chosen by popular election in their respective municipalities. Suffrage is open to all citizens of Guam without regard to race, color or sex who have attained 21 years of age and are of sound mind and not under sentence for a felony.

In June 1946, by popular referendum, the citizens of Guam expressed their desire to hold a general election for members of both houses of the Guam Congress (the Guam Congress convened shortly after the resumption of naval civil government on May 30, 1946 and was then composed of the same members who were in office at the time of the Japanese invasion). The referendum also asked for a reapportionment of representation based upon current concentration of population rather than the pre-war concentration.

The commissioners of each municipality were appointed by the Governor and sworn in as chairmen of three-men registration and election boards and were instructed in their duties. These chairmen, in turn, called public meetings in their respective communities for the purpose of informing the people of the registration and election procedures and to encourage all qualified voters to go to the polls.

On June 17, 1946 registration of voters was effected and on July 13, 1946 the first post-war election of public officials for Guam was held. Ballot boxes for secret voting were distributed to the polls on the morning of the election.

The total number of votes cast from the various municipalities for councilmen was 3,317 and for assemblymen was 9,650.

#### Judiciary

##### The Judiciary Department.

1. Maintains all courts prescribed by the laws of Guam.
2. Compiles and preserves all court records.
3. Conducts all criminal and civil cases involving civilians on all actions coming within the jurisdiction of the courts.
4. Enforce the judgments of Guam Courts and all laws of Guam.

Courts. The courts of Guam consist of:

##### I. Court of Appeals

###### Composition

###### Court of Appeals of Guam

Head of Judiciary Department  
(Presiding Justice)

###### Jurisdiction

###### Original

Mandamus, certiorari,  
prohibition, habeas  
corpus.



Two Naval or Marine Officers  
(Associate Justices)

Two Guamanian Citizens  
(Associate Justices)

Appellate

All decisions (Civil and Criminal) of Island Court and of Justice Court in cases provided by law.

II. Island Court

Composition

One Guamanian Citizen

Jurisdiction

Original

All civil cases except those given by law to other courts; All probate matters; All criminal cases amounting to felonies.

Appellate

All cases arising in Police and Justice Courts.

III. Justice Court

Composition

One Guamanian Citizen  
(Same judge serves as Police Judge)

Jurisdiction

Original jurisdiction only in:

Criminal

Cases where penalty is more than three months in jail, a and/or fifty dollars (\$50.00) fine but less than one (1) year and/or three hundred dollars (\$300.00) fine.

Civil

Property cases involving not more than \$75.00 or damages not exceeding \$100.00

IV. Police Court

Composition

One Guamanian Citizen  
(Same judge serves as Justice Court Judge)

Jurisdiction

Where offense is misdemeanor and penalty does not exceed \$100.00 fine and/or six months imprisonment.

V. Traffic Branch of Police Court

Composition

One Guamanian Citizen

Jurisdiction

Similar to that of Police Court for traffic violations only. Has jurisdiction over both military and civilian personnel.

All judges in these courts are appointed by the Governor of Guam.



### III. - SOCIAL CONDITIONS

Civil Rights - The civil rights of the inhabitants are not infringed under normal conditions. Freedom of speech, press, religion and other fundamental rights are guaranteed under a bill of rights promulgated in 1931. Limitations which were necessarily placed upon the individual liberty during the war by certain Proclamations of the Military Governor were ended when the Island Government was restored on May 30, 1946. Most limitations had been removed earlier. Since the origin of legal procedure on Guam is the civil law of Spain rather than the Anglo-Saxon common law, trial by jury is not within the experience of the Guamanian people.

The inhabitants are treated in all respects on a basis of equality with United States citizens, except for the matter of wage scales for labor on Guam. This differentiation, which reflects relative standards of living in the immediate post-war period, is being adjusted as rapidly as local economic conditions will permit.

There are no racial or cultural conflicts among population groups on Guam of sufficient gravity to constitute a problem. Ninety-eight percent of the resident population of Guam is indigenous to the island. The remaining resident population groups are almost entirely native to other islands of the Pacific Ocean area. The non-resident population is primarily composed of personnel of the armed services with their dependents and civilian contractors' employees, all of whom are in Guam on a short-term basis.

Labor Rights - Guam at the time of its reoccupation by United States forces was almost completely devastated. At that time the Naval Military Government was faced with the necessity of providing gratuitously most of the essentials for Guamanian life, including food, medical attention and shelter. A large proportion of the inhabitants were employed by the Military Government. Under these conditions wage scales were established which differentiated between local labor and United States citizens employed for work on Guam. As Guam has progressed toward greater economic self-sufficiency adjustments in wages have been made. Since the establishment of the first post-war wage scale three upward revisions have been effected. Additional increases are contemplated as rapidly as they can be granted.

Conditions of work on Guam, as to working hours and related matters, are the same as those for United States citizens and enlisted personnel of the Navy. The Industrial Relations Section of the Island Government, Guam, is charged by law with the duty of registering and classifying all available civil manpower residing on Guam and of inspecting working conditions for the purpose of enforcing established labor standards. It recommends the establishment of standards of wages,

hours and working conditions and passes upon and authorizes all transfers, reassignments, promotions and reclassifications. Tenure of employment is protected by government regulation and each employee discharged from employment is guaranteed the right of appeal. A basic work day of eight hours, except for nurses, policemen, teachers and commissioners, and others whose terms of employment may be on an intermittent, irregular or part-time basis, has been established. A basic work week of forty hours is in effect and overtime compensation at the rate of time and one-half for each hour of work in excess of forty hours in any work week has been provided. Provision has been made for rest periods, annual leave, and for accumulated leave. A civil service retirement and disability fund has been established for full time employees.

The greater part of available Guamanian labor is now employed by the United States, either in connection with the Island Government of Guam or at the various military installations on the island. The principal job classifications in which local labor is employed are: construction and maintenance, health and sanitation, clerical, public safety, education and supply. Minimum wage scales have been established for each category of employment. A cross-section of the schedule of minimum wages for Guamanian labor is as follows:

#### Laborer, Helper and Mechanical Service

From: \$0.35 per hour - Common laborer  
To: \$0.56 per hour - Cabinet maker

#### Supervisory Mechanical Service

From: Snapper - \$0.08 per hour more than maximum pay per hour for his trade or occupation, except snapper laborer who shall receive \$0.38 per hour.  
To: Superintendent - \$0.32 per hour more than maximum pay per hour of the trade or occupation of the predominant number of employees of the Mechanic Group under his supervision.

#### Sub-Professional Service

		<u>Per Annum</u>
From:	Student nurse	\$750.00
To:	Head draftsman	\$1500.00

#### Professional Service

From:	Graduate nurse	\$1275.00
To:	Senior Judge	\$3000.00

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Clerical, Administrative and Fiscal Services

	<u>Per Annum</u>
From: Messenger	\$750.00
To: Chief Commissioner	\$2550.00

Crafts, Protective and Custodial Services

From: Janitor	\$825.00
To: Deputy Chief of Police	\$2550.00

Special Services (Laundry, Hospital, Commissary, etc.)

From: Cook trainee	\$600.00
To: Supervisor	\$1125.00

Educational Services

From: Student teacher	\$900.00
To: Superintendent of schools	\$2550.00

Living Conditions - Agana, the capital and metropolis of the island with a pre-war population of over 12,000 was laid waste by the war so completely that scarcely a house was left standing. Most of the smaller municipalities were also severely damaged, and, in addition, many Guamanians had to move from their homes to permit development of the island as a major military base.

After the reoccupation of the island by American Forces, the erection of temporary housing units and villages was started immediately by the Naval Military Government. Many housing units were provided for the Guamanians and the number steadily increased as materials and labor became available for this purpose.

A typhoon on September 20 and 21, 1946 caused extensive damage to all facilities on the island and retarded the housing program.

The Guam Planning Commission has developed designs for several types of permanent homes for the Guamanians and in the planning of these designs, modern methods of sanitation, security from earthquake and typhoon damage and local climatic conditions have been taken into account.

The distribution of permanent building lots in Agat has started and as the reconstruction program progresses, lots in Agana and other villages will become available to the Guamanians.

The trend toward the construction of privately-owned homes throughout the island is increasing and a gradual shift from temporary to permanent housing is under way. The shortage of building materials and labor are critical on Guam. Measures are being taken

to improve the situation as rapidly as possible.

Building permits are required for the construction of all permanent buildings on the island in order to insure that certain safety and health standards are maintained.

In contrast to its pre-war agricultural economy Guam can now be likened to a city of 50,000 people, as dependent upon off-island sources for food and for other necessities as a comparable American city would be dependent upon sources beyond its corporate limits. Due to a dearth of consumer goods the imposition of strict price controls has been necessary and other regulatory measures have been applied. An effort is being made to teach better agricultural methods and to encourage farming. The opportunities for wage employment, however, have diverted many Guamanians from agricultural to wage pursuits. Measures have been effected to stimulate an increased flow of consumer goods to the island. Settlement of war damage claims for property damage claims for property damage and for injury and death is accelerating.

Health and Sanitation - No reliable account of the health of the inhabitants of Guam is available prior to its occupation by United States forces at the turn of the 20th century. The population at that time was 9,630 Guamanians living under deplorable sanitary conditions. There were no sewers. The wells were polluted. Sewage contaminated river water used for washing clothes and bathing resulted in widespread skin infections. Only one doctor was present, and he, without medicines, was responsible for the health of the people. The United States brought to Guam a reforming zeal in connection with sanitation and health hazards resulting in eradication of some diseases and curtailment of others.

The high native intelligence of the Guamanian was reflected in the enthusiasm and appreciation with which these reforms were accepted and progress maintained. Early in 1899 the first free dispensaries were established by the Navy at Agana and Port Luis d'Apra. In this year 1,141 patients were treated (better than 10 percent of the population) for diseases listed as typhoid fever, intestinal diseases, syphilis, leprosy and miscellaneous.

A hospital for lepers was constructed in 1899 but it was some time before all lepers on the island were discovered, isolated and cared for in this hospital. By 1907 most of the lepers (85) were segregated in the hospital at Tumon and Congress voted \$16,000 for their care. By 1913 the number of cases had dwindled to 22, all of whom were then sent to the Culion Leper Colony in the Philippines, a policy which has been continually adhered to from that date.

The experiments, initiated by the doctors in those days, in the treatment of tropical diseases led to treatments which effected remarkable and widespread cures. On the strength of these results the Guamanians constructed hospitals for their sick. The largest of these was a hospital known as the Susana Hospital. The Susana Hospital was founded



in 1905 by subscription from private individuals, the largest of which was \$10,000 from Mrs. Russell Sage. The entire subscription is known as the Susana Hospital Association Fund. In 1909 the hospital buildings were destroyed by earthquake. Following this, the Navy Department allocated \$6,000 from the Naval Hospital Fund for the construction of a hospital to which women and children should be admitted, known as the Naval Hospital, Guam. The Susana Hospital Association, however, continued to care for women and children in a building erected on its own land and from its own funds. In 1922 an eight-room annex to the Susana Hospital was built from the Association Funds. The management of the Susana Hospital was vested in a board of directors of which the Governor of Guam was ex-officio chairman. The Health Officer of Guam acted as the executive of the institution. The hospital therefore occupied a semi-official position in the affairs of Guam.

In the assault of Guam by United States forces in 1944, the hospital was again destroyed by the bombardment incident to military operations against the Japanese.

Emergency hospital facilities for the care of the population of Guam were established at the time of the first relanding of the American Forces in the Battle of Guam. With the cessation of active operations these facilities were moved to the site of one of the Navy's Fleet Hospitals, erected for the care of wounded service personnel. This hospital on March 15, 1946 was designated and established as the Guam Memorial Hospital in honor of the Guamanians' heroic defense of their homeland.

The medical care of the population of Guam is one of the most active phases of the rehabilitation program for the inhabitants of the island. During the Japanese occupation medical treatment for Guamanians was, for all practical purposes, non-existent and the general health of the population was grossly neglected. Food was insufficient, chronic communicable diseases prevalent, and parasite infestation unchecked. The health of the Guamanian population sank to a low ebb. As quickly as war conditions permitted, urgently needed medical facilities were again provided. The facilities now available for the care of the population of Guam embrace all fields of medicine, surgery, and public health and provide for the training of medical practitioners, dental practitioners and nurses. Plans have been made for permanent structures to house all the necessary public health, hospital and teaching facilities required.

The Guam Memorial Hospital is a three hundred-bed structure. The Naval Hospital having been destroyed by the typhoon of September 1946, the facilities of the Naval and Guam Memorial Hospitals have temporarily been combined.

Monthly reports indicate that the patient load of the Guam Memorial Hospital is approximately 90 percent of its capacity. A typical monthly report (February 1947) shows 283 admissions, 228 discharges

and 207 patients remaining at the end of the month.

The monthly out-patient load of the Guam Memorial Hospital approximates 700 visits.

The fourteen outlying dispensaries conduct monthly clinics (child health, pre-natal and post-natal - with a medical officer in attendance) averaging 6,000 visits, while from 1,000 to 1,200 monthly visits are made to the homes of Guamanians by the Guamanian Public Health nurses under the supervision of Navy nurses. In these clinics immunization against typhoid, smallpox, tetanus, diphtheria and whooping cough are also given to the extent of about 1,000 injections monthly.

The pre-natal clinics are well attended. A typical monthly report (February 1947) indicates that 81 new pregnancies were registered, 198 previous pregnancies examined and 21 post-natal patients re-examined.

Sanitation inspections of all public sanitary and service facilities, food handling establishments, and stores are held monthly and as often as otherwise required.

The School of Nursing maintains curriculum and operational standards that compare favorably with schools of nursing in the United States. It offers a three-year course in nursing, leading to a certificate entitling graduates to be designated as "Graduate Nurse". There are currently 86 nursing candidates registered.

The student body is composed of nurse candidates from Guam, the Marianas, Carolines, Marshalls and American Samoa. It is proposed that the graduates of the School of Nursing will return to their home islands to practice their profession among their own people.

The School of Medical Practitioners, established on March 15, 1946, currently has 40 students. These students are carefully selected inhabitants of Guam, the Marianas, Carolines, Marshalls and American Samoa. The school offers a four-year course in general medicine which entitles its graduates to a certificate as "Medical Practitioner". While the training offered does not equal that of the medical schools in the United States, graduate medical practitioners will be enabled to diagnose and treat all types of diseases indigenous to their local areas, inform naval medical personnel of any epidemic or important sanitation violation and refer intelligently to them all medical and surgical patients requiring special care.

It is proposed that the medical practitioner graduates will return to their own islands and establish practice there. It is planned that from time to time they will return to the Guam Memorial Hospital for refresher courses.



The School of Dental Practitioners was established January 28, 1947. Ten students are currently enrolled. These students also come from Guam, the Marianas, Carolines, Marshalls and American Samoa. They are offered a four-year course in dentistry leading to a certificate as "Dental Practitioner". For the first two years the Dental Practitioners take the same basic courses as the Medical Practitioners. During the last two years more specialized dental training will be given.

The training offered is not the equivalent of that offered to dental students in the United States but will enable the graduates to undertake a limited practice of dentistry in their home islands. They will be capable of doing general extractions, fillings, periodontia and a limited amount of prosthetics. Selected cases requiring special treatment will be referred by them to naval dental officers for consultation.

The comprehensive public health program now in operation has the full and enthusiastic support of the people of Guam.

Surveys are currently in progress to determine the total incidence of tuberculosis. Currently, tuberculosis patients are receiving treatment in a special ward of the Guam Memorial Hospital.

Island-wide yaws campaigns have reduced the incidence of this disease to a minimum and its complete eradication can be hoped for.

Large-scale laboratory tests for parasite infestation among Guamanians of all age groups have been in progress for some time. The current rate of infestation is estimated to be 40 percent, which represents a reduction of 20 percent over similar estimates made six months previously. This work will be continued as long as is required.

#### IV. - EDUCATION

Educational Policy - The objective of the educational program in Guam may be summarized as follows:

1. To prepare the inhabitants for effective living in his own community.
2. To make the schools of Guam, insofar as conditions permit, comparable in type and quality to the schools of an average community of 25,000 in the United States.
3. To give instruction in the English language.
4. To give instruction in health and sanitation.
5. To give vocational instruction, including secretarial and bookkeeping work.
6. To develop teachers from among the inhabitants and thus reduce the importation of teachers from the United States.
7. To provide equal opportunities for schooling for all children between the ages of 7 and 15.
8. To provide a knowledge and appreciation of local history, customs and techniques in handicrafts and other aspects of local life.
9. To provide a basis for higher education with a view towards self-government.

Organization and Administration - The Department of Education is organized on the following basis:

1. The Board of Education shall consist of two officers of the Navy or Marine Corps and five citizens of Guam. The Board is appointed by the Governor to consider matters of educational policy.
2. The Head of the Department of Education shall be a Commissioned Officer of the Navy or Marine Corps or a civilian with experience in school administration having a Master's Degree in Education, or equivalent thereof. He shall be selected by the Governor.
3. The Supervisor of Educational Training shall be a Commissioned Officer of the Navy or Marine Corps or a qualified civilian and shall be selected by the Governor.
4. The Superintendent of Schools and the two Assistant Superintendents of Schools shall be Guamanians who by training, experience and high character are well qualified for the position. They shall be selected by the Governor.

School Buildings and Facilities - After the reoccupation of the island, it was necessary to rebuild almost every school building. The Navy has built twenty-one elementary and junior high schools. Some of these are of temporary construction. There is also a tempo-



rary senior high school.

The Guam Planning Commission is engaged in the development of studies and plans for the permanent construction of modern school buildings.

A bus service is maintained for the school children.

Teaching Personnel - American-trained teachers and administrators are being provided for those positions for which fully-trained people are most needed and for which there are no Guamanian candidates. It is hoped that as more Guamanians earn college degrees they can take over these positions.

A large share of capable and educated Guamanians are employees of the Department of Education. Of the 212 teachers in the school system 190 are Guamanians.

Curriculum - Instruction in the schools is in English. Beginners in school who do not know English are taught by the direct method.

The elementary school curriculum includes English, simple arithmetic, local and American History, local and world geography, sanitation and hygiene. Text books are those used in comparable United States schools.

Academic instruction is supplemented by free training in some form of handicraft. Instruction is also offered in carpentry, sewing and cooking. In rural schools, boys' and girls' agricultural clubs supplement or replace vocational classes.

Considerable attention is given to the health of the school children, who are given physical examinations and free medical and dental care. Two school nurses make regular visits to the schools giving health examinations and health instruction. Supervised drill and calisthenics are required of the students daily.

In the George Washington High School, all students are expected to take four years of English, two years of Civics and American History, one year of General Science, and one year of Mathematics. The following subjects are now being taught as electives: Physics, Biology, World History, Spanish, Typing, Shorthand, Bookkeeping, Business Arithmetic, Algebra (elementary and advanced), Plane Geometry, General Mathematics, Vocational Mathematics, Business English, Home Economics and Sewing. The emphasis is on training a few students in academic subjects and the majority in commercial and other vocational pursuits.

The Normal Training Course is equipped to give instruction to 20 Guamanian teachers, all of whom are high school graduates. The

instruction will parallel that given to students in the first year of American teachers' colleges insofar as conditions permit. The following five courses will be taught by qualified college instructors: History, Natural Science, English Composition, American Literature, and Educational Methods.

The 1946 Teachers' Institute was conducted for four weeks beginning June 8 and ending July 2, 1946. The two principal instructors were from the Teachers' College, University of Hawaii.

The Engineering Evening School at Adelup Point, whose membership is strictly limited to Guamanians, had its beginning on January 17, 1947. The class is conducted by the Senior Structural Engineer for Pacific Island Engineers, and meets three evenings a week for two-hour classes. The student body consists of fourteen men between the ages of 17 and 30 years. These students were hand-picked from a group of applicants, as those who possessed the most extensive qualifications in mathematics and were most interested in pursuing the course. The primary purpose of the Engineering Evening School is to teach the students the various aspects of structural engineering, with special emphasis on its application to building and similar structures. They are taught to design building structures in a manner that utilizes the locally available materials to the fullest extent. The course will enable them to design structures to resist the action of earthquakes and typhoons.

In addition to purely engineering science, the course takes in such mathematics as it is necessary. A course in drafting includes graphical statics, structural steel, reinforced concrete and timber construction, as well as a certain amount of architectural designing.

Opportunities for Higher Education - Preliminary arrangements are now completed and approved for the establishment on Guam of a branch of the 1947 Summer Session of the University of Hawaii which will furnish five instructors from its faculty to conduct the classes. The first session will be attended by the teachers on Guam. Indications are that a large percentage of the teachers will attend. Credit up to six credit hours will be awarded by the University of Hawaii to those who pass the requirements.

Advanced Education - Education beyond high school is encouraged for the capable students in the following ways:

1. One year of college-level work is offered in the Normal Training Course started in September 1946.
2. Several students are now attending colleges in the United States on scholarships. There will be an increased number of scholarships available for next year.
3. A number of students are attending colleges in the United States at their own expense.



4. This summer for the first time the University of Hawaii will offer a branch summer session offering credit courses for the Guamanian teachers.

Adult Education - The Island Government has been able to take steps to ease the shortage of skilled and semi-skilled Guamanian workers by providing on-the-job training for adults. An extension service is provided for farmers to help them solve, by actual demonstration, such problems as control of plant diseases and pests, medication of sick animals, inspection of animal slaughtering and marketing of farm products.

Vocational Training - An active program of vocational training is now in operation in the school system. The objectives of this program are as follows:

1. To meet the increasing need for intelligent manpower in private and governmental enterprises.
2. To explore the educational possibilities of work experience as relates to the vocational trainees.
3. To coordinate learning with good work habits.
4. To develop responsibility and understanding of various jobs, the positions of employer, employee, and resulting relationships.
5. To give students who are vocational trainees a sense of security and independence which will be greater than otherwise achieved, due to the "experience" program.
6. To give "reality" to school experiences.
7. To aid the vocational trainee in making sound human contacts as may affect the future of his earning capacities.
8. To aid in the development of better student morale.
9. To secure potential wage-earners who will be better qualified for earning a livelihood and for making adjustments to a changing Guam.

The Department of Education, in collaboration with the Internal Affairs Department, Labor Board, and Civilian Personnel Section, evolved the policies governing hours of work, rates of promotion and wage classification standards for these student trainees.

Prospective employing agencies were contacted and job descriptions secured to use as a basis for determining pupil interest. Autobiographies, interviews, and consultations were used to determine prospective candidates for positions. These candidates were interviewed and selected by employing agencies. Rating forms and outline sheets were developed and placed in use to rate students from the employer aspect. The outline sheets gave pertinent aid to the Department of Education for use in coordinating the curriculum with the training of the employee. The "Cooperative Work Experience Program" is open to the children of non-indigenous personnel as well

as local inhabitants of Guam. Two Carnegie units of credit are at present allowed by the Department of Education toward graduation, these being earned in the work-experience field.

The students enrolled in the program work at a large variety of jobs such as automotive mechanics, storekeeper, baker, clerical, typist, library science, practice teaching, electrician, time-keeper, telephone operator, map reproduction, rod and chain man, welding, machinist, warehousing, bank clerk, agriculture, automobile dispatcher, carpenter, draftmanship, printing, blacksmithing and others.

A total of 453 students are enrolled in various vocational academic classes of whom 129 are boys, and 324 are girls. When there is added to this number of students those in part-time employment, approximately 200 of this date, the number of students learning vocations reaches a total of 653.

Educational Statistics -

Literacy: 1940 Census, 10 years and older, all races 84.4%  
Proportion school enrollment to population school age  
(estimated) 95%  
Enrollment: (Including small percentage Americans)

Grades 1 to 6	6331
Grades 7 to 13	<u>1263</u>
Total	7594

Number of teachers: (Local)	190
(Imported)	<u>22</u>
Total	212

Qualifications of teachers: (Local) High School Graduates  
(Imported) College Graduates.



## V. - ECONOMICS

Natural Resources - Guam is poor in natural resources. Fishing in surrounding waters has never been developed commercially to any extent. Some timber exists but it is not sufficient for local needs. No mineral deposits of commercial value have been discovered on the island.

Agriculture - While the greater part of the Guamanian population is now supported directly or indirectly by wages paid by the United States, agriculture was the primary support of the people before the war. At the present time cultivation of small plots is an important supplement to wage income. In these small gardens are grown indigenous varieties of breadfruit, yams, and taro as well as the cultivated vegetables: eggplants, red peppers, bananas, plantains, beans (several varieties), squash, watermelons, peanuts, tomatoes, mustard, radishes, onions, garlic and lettuce.

The important cereal crops on Guam are rice and maize. Rice was formerly grown in substantial quantities, but is now insufficient for local needs. Maize, introduced from Mexico, has surpassed it in importance.

Prior to the war with Japan, copra was the principal export of Guam, but this industry was largely destroyed by military operations and will take some years to regain commercial importance. Other tree crops are oranges, bananas, mangoes, papayas, sugar apples, lemons, limes and guavas.

The Agriculture Department of the Island Government of Guam supervises and promotes agricultural activities. During 1946 the Department functioned largely through the United States Commercial Company which operated livestock and poultry breeding farms as well as a dairy and nursery. The Agriculture Department maintains a force of three extension agents whose primary duty is to serve the needs of farmers throughout the island with respect to the selection of breeders and seeds, the treatment of diseased plants and animals, the marketing of farm products, and plant fumigation. All such services are rendered free to the farmer.

### Agricultural Statistics (As of 31 December 1946)

Area under cultivation	1,311 Acres
Area cleared but not under cultivation	1,461
Number of Farmers	435
Number of Cattle	2,546

Number of Swine	3,768
Number of Chickens	30,132
Number of Ducks	185
Number of Carabao	580
Number of Goats	280
Number of Horses	54

One of the major agricultural problems on Guam is the presence of the giant African snail which was introduced by the Japanese for food purposes but which has become a serious threat to vegetation. Control measures, consisting principally of the application of poison bait to infected areas, have been reasonably successful in checking the infestation. In the meantime the search continues for a natural enemy which may bring about its eventual elimination. Other agricultural pests are the Rhinoceros beetle, the Saipan coconut beetle (both injurious to coconut palms) and the banana root borer.

Fisheries - Fishing is of little commercial importance on Guam. Latest figures indicate that only 71 Guamanians derive their livelihoods from fishing. For the seven-month period following the re-establishment of Island Government on Guam the total catch has been reported as follows:

Fish	241,552 lbs.
Shell Fish	22,629 lbs.
Turtles	20,355 lbs.
Total	284,536 lbs.

Industries - Guam has no local industries of importance. Industries consist of one soap manufacturing plant, one ice plant, one cold storage plant, and two soft drink bottling plants.

Commerce - From the re-establishment of American authority on Guam in 1944 through the rest of the war and until late in 1946, the only reliable source for Guamanian merchants was the Naval Supply Center on Guam. Every effort has been made by the Island Government both to promote the establishment of civilian businesses and to encourage private imports. The revival of private imports after being delayed by general merchandise shortages and shipping difficulties showed a strong recovery beginning in December 1946. It is expected that dependence on the Navy for civilian supplies can be almost completely eliminated by January 1948. While it is probable that the principal source of importations of both food and manufactured articles will continue to be the United States, trade with other areas will revive with the general revival of world commerce.

There are a total of 587 small business enterprises owned and operated by Guamanians with annual gross sales of \$938,600.

Customs - Imports into Guam are not subject to the tariff imposts and regulations of the United States but are under the control



of the Island Government.

Financial - The financial needs of Guam are adequately provided for by the Bank of Guam which reported total resources of \$10,172,115.55 as of the close of 1946. Total deposits amount to \$9,289,017.00 as of December 23, 1946 divided into 867 checking accounts aggregating \$5,426,561.00 and 8,301 savings accounts aggregating \$3,862,456.00. The Bank of Guam is in a sound and liquid position with approximately 70 percent of assets represented by U.S. Government obligations, primarily of short maturity.

Governmental Receipts and Expenditures - As a result of military occupation by the Japanese in 1942 and reoccupation by the United States in 1944, the economy of Guam as well as a large part of its physical facilities were almost completely destroyed. The task of U.S. Naval Military Government prior to May 30, 1946, and Naval Civil Government subsequent to that date has therefore been primarily one of reconstruction. Governmental revenues collected on the island have been nominal - amounting to \$68,099.75 during the period of Military Government and \$178,261.87 from May 31 through December 31, 1946. The final accounting of the governmental receipts and expenditures on Guam for the current fiscal year is incomplete as of the date of preparation of this report. The bulk of the expenditures, however, has involved maintenance and improvement of existing temporary housing and facilities.

Island Income - Figures are not available which will serve to indicate the total of Guamanian civilian income from private sources. However, the Island Government and other governmental installations provide the basis of civilian income. As of December 31, 1946, 3,104 or 25 percent of the Guamanian population over the age of 16 years were employed by the U.S. Government installations. Payrolls for the six months period ended December 31, 1946 aggregated \$1,117,026.40.

Land Tenure - Transfer of real property on Guam is carefully controlled by the Governor under Guamanian laws. Transfer to any person not a citizen of the United States or Guam is prohibited unless such a person has declared intention to become a citizen in the manner provided by law. Lease of real property to such persons for any period exceeding five years is also prohibited.

## PICTORIAL SUPPLEMENT

### GUAM





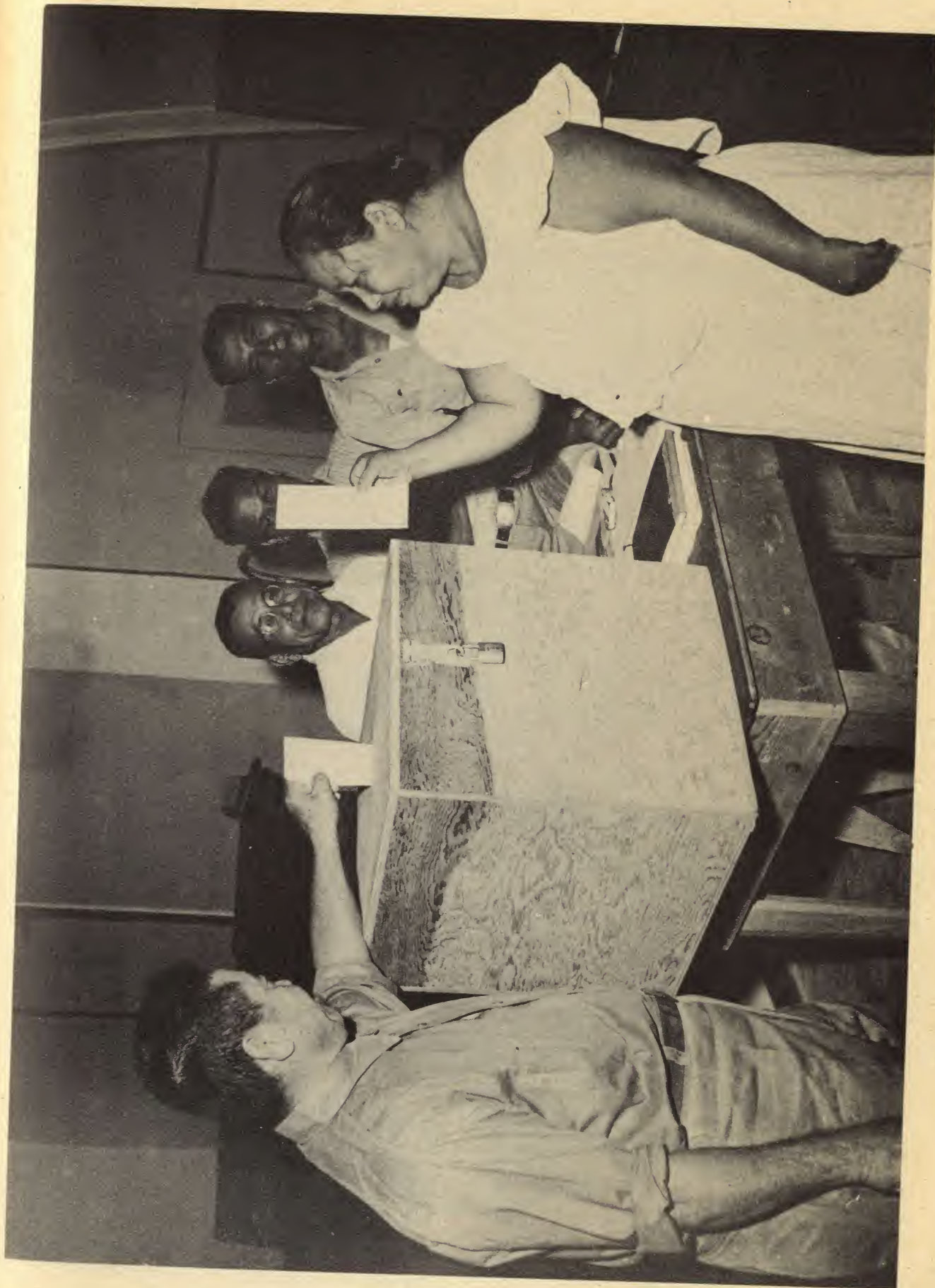
Members of the Guam Congress, addressed by a member of the Guam Planning Commission, study a relief model of new Agat - one of the proposed projects for the rehabilitation of Guam's war-ravaged cities.





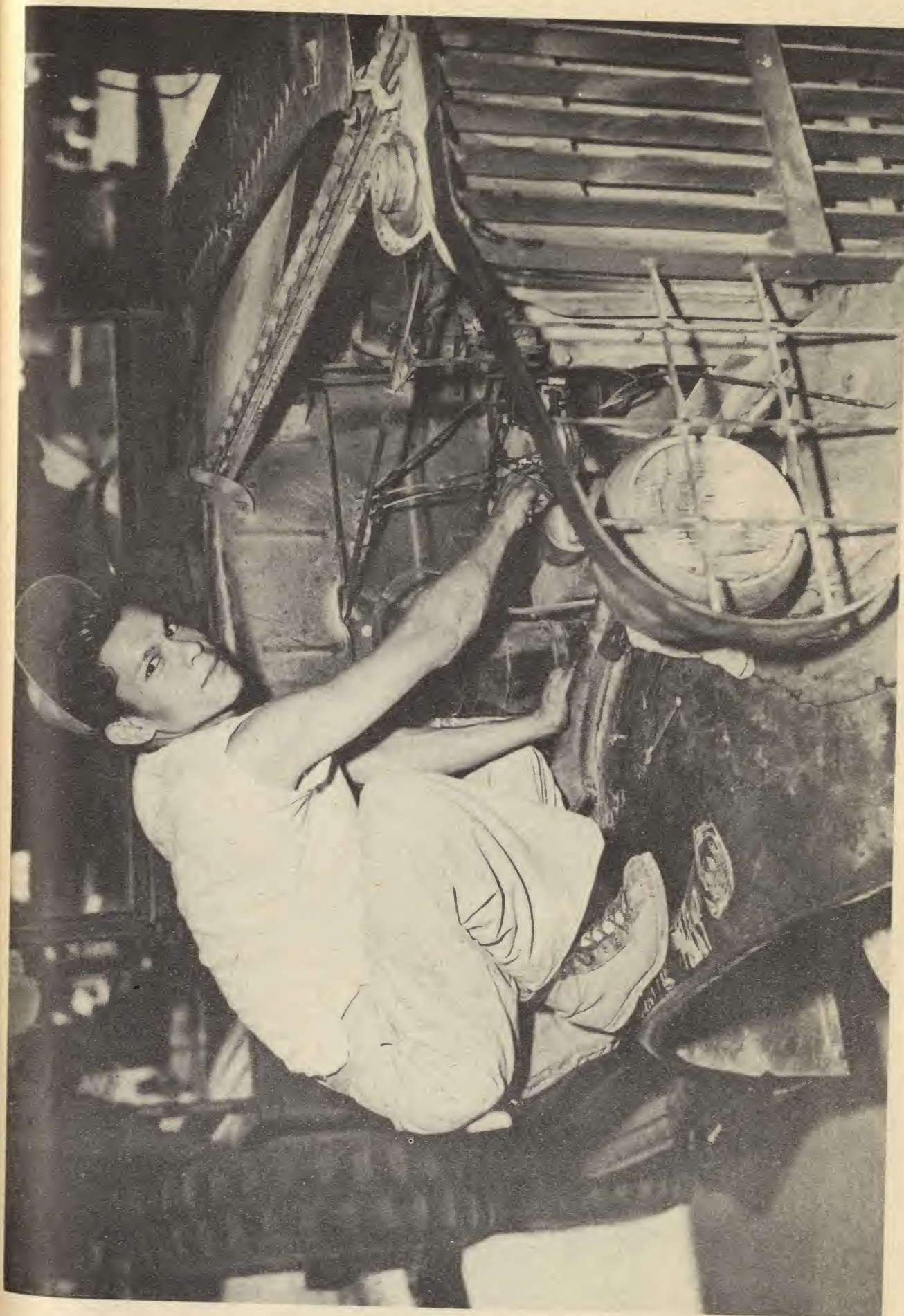
Guamanian artists of Agana entertain the island population during "Guam Hour".





In the presence of the Sinajana Election Board, this Guamanian couple cast their votes for the local candidates to the Guam Congress.





A student of the George Washington High School, Guam, is learning a trade by part-time work on the job. In addition to the pay from his employer, he will receive school credit under the vocational training program sponsored by the Department of Education.





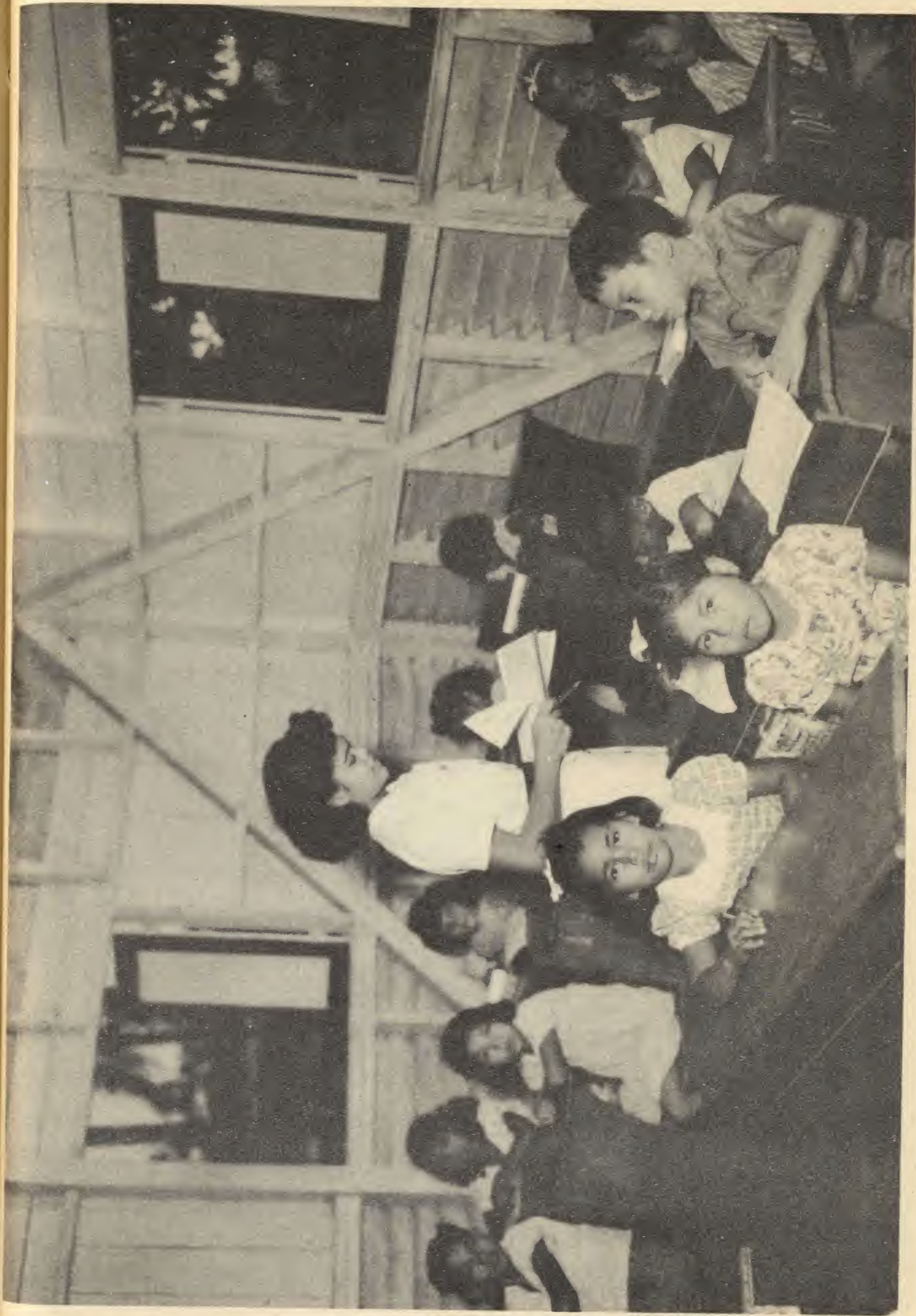
Guamanian employees operating modern coin counting and accounting machines used by the Bank of Guam.





Elementary school at INARAJAN Village, Guam, an Island Government School erected by the Naval Military Government in 1945.





This young teacher is a student of the George Washington High School. Through her part-time "practice teaching" at the Mongmong Elementary School, she will receive high school credit under the vocational training program.





Students of the School of Medical Practitioners, under the Naval Medical Center, Guam, prepare themselves for future medical service to their own communities.





Student nurses from Guam - and other Pacific Islands - receive instruction in their profession from a Navy Nurse at the School of Nursing, Naval Medical Center, Guam.





Students of Guam hold a Christmas pageant at the Plaza de Espana in Agaña, Guam.